

THE LEGAL INFORMATION SERVICES DIRECTORATE (JAS)

1. HISTORY.

a. To address our charter fully, it is first necessary to briefly recount the history of the organization which is currently the Legal Information Services Directorate (AFLSA/JAS). At the time of the Blue Ribbon Panel's examination in 1982, the organization visited was FLITE. The mission of that organization was to maintain FLITE databases and to provide searches of the databases in response to field inquiries. Inquiries were telephonically "called in" to the FLITE attorneys who did the searches and provided the responses to the requester. Stories of field judge advocates receiving boxes full of citations in response to what they thought were narrow inquiries are legion within the Department. FLITE had no other mission until after The Judge Advocate General's review and adoption of a number of the Panel's recommendations.

b. At the time of the Panel's recommendations, FLITE was authorized a staff of 60. The Panel recommended that FLITE assume additional missions including software development, centralized procurement of Department ADP equipment, and development of an on-line database search system. To perform these additional missions, the Panel recommended 17 authorizations be added to JAS for a total authorized strength of 77. The additional authorizations were not approved.

c. FLITE became a Directorate in December 1984 and became known as HQ USAF/JAS. It was assigned the additional missions outlined above and renamed the Legal Information Services Directorate to reflect its expanded duties. Manpower authorizations were modestly increased to 65.

d. During early 1985, JAS developed a comprehensive plan to define software and hardware requirements for Air Force legal offices worldwide. The plan called for purchase of hardware and software over a five year period which would be fielded as it became available. In September 1985, it became apparent that the Small Computer Acquisition office at Gunter AFB would have a substantial amount of year-end money available to fund well-documented requests for computer purchases. The Judge Advocate General directed JAS to accelerate its computer acquisition schedule in order to capture such funds as might be available. As a result, a purchase order was written at JAS, carried to HQ USAF for TJAG review, and then carried to Gunter AFB by the Director, JAS. The order was approved and issued for immediate purchase of computers in the amount of \$ 2.5 million. Thus, the Department took delivery of approximately 800 suites of computer equipment well in advance of the proposed schedule for acquisition. This equipment was immediately distributed to legal offices worldwide. As a result, many offices had hardware but were required to wait for months

until software and set up instructions were available. Frustration in base legal offices ran high as people, without training, were left largely to their own initiative to install and use this new technology. It is ironic that a tremendous success in acquisition initiative was thus popularly viewed in the field as mismanagement by JAS.

e. In the years since 1986, JAS has experienced a relatively steady state of authorized strength, although the mix changed somewhat. Military authorizations increased from 1 to 9 while civilian authorizations decreased from 62 to 57. JAS manpower reached its peak at 66 total authorizations in 1990.

f. In January 1991, JAS was advised that, based on a total reduction in the AFLSA, it would absorb a manpower reduction of 13 spaces or 20%. Since that time, additional reductions of 5 authorizations have been mandated which will ultimately result in a reduced authorized strength of 48 in FY 95. This projected change in authorizations would represent a five year reduction of 27%.

2. PRESENT JAS STRUCTURE, AUTHORIZATIONS, AND BUDGET.

a. JAS is currently organized to address its three primary functions:

(1) Act as executive agent for DoD, to operate and develop FLITE and DEARAS under DOD Directive 5160.64.

(2) Develop and operate AFCIMS, an Air Force standard system.

(3) Develop and operate data automation initiatives for the legal office environment and the AFLSA.

b. JAS is organized into six divisions, three reporting to the Director and three reporting through a Deputy Director. The Deputy Director for Program Development and Operations supervises the Program Development Division, the Systems Operations Division, and the Legal Research and Services Division.

(1) The Plans and Requirements Division (JASX) drafts requirements and functional specifications for all standard systems; evaluates, validates, and prioritizes requests for program changes; maintains liaison with MAJCOMs, schools and other directorates on training, ADPE distribution, and program development issues; plans for integration of JA systems with standard DoD and Air Force systems; prepares user manuals and guides; evaluates Department requirements to determine priority and feasibility of in-house development; tests and evaluates JAS produced software and manuals prior to release to the field, and evaluates new hardware and Commercial Off The Shelf (COTS) hardware and software for meeting Department requirements.

(2) The Resource Management Division (JASR) maintains the ADPE and software inventory of the Department, processes ADP procurements, pays invoices, submits annual budgets, monitors expenditure of funds, administers all personnel actions for the Directorate, and manages the supply account.

(3) The Field Support Division (JASF) provides customer assistance on the installation, set-up, and operation of Department standard hardware and software, troubleshoots technical problems with PCs, LANs, and software, and operates the Small Computer Technical Center for the Department.

(4) The Program Development Division (JASD) evaluates computer resources needed to implement statements of requirements from JASX, analyzes and designs Department systems, programs Department management information systems, communication systems, legal research systems, and litigation support systems.

(5) The Systems Operations Division (JASO) programs data preparation, uploads and corrects data, reformats and converts data to the correct format, provides Data Management System (DMS) tuning, registers new FLITE users and monitors access, maintains security systems for all JAS computer systems with outside access, and functions as the communications center for the Directorate.

(6) The Legal Research and Services Division (JASL) develops specifications for original acquisitions of hardware and software to support FLITE, develops FLITE training programs and tutorials, drafts FLITE user/reference manuals, drafts task orders and provides technical direction to software maintenance contractors, drafts interagency agreements for the exchange of data and FLITE access, and provides attorney assisted legal research services.

b. AUTHORIZATIONS. At the time of the Commission's review, the authorizations within JAS were organized as follows:

	Beginning Authorizations	Projected Authorizations			
JAS, Directorate (0-6, E-9, secy)	3	3	off	Enl	Civ
JAS-M, Deputy (0-6)	1	0	1	1	1
JAS-P, Deputy (GM-14)	1	1			+
JASX, Plans and Requirements	6	3	2		1
JASR, Resource Management	5	4			4
JASF, Field Support	3	2		1	1
JASD, Program Development	7	6	1		5
JASO, Systems Operations	34	24			26
JASL, Legal Research and Services	6	5			5
	<hr/> 66	<hr/> 48	4	2	45

c. BUDGET.

(1) History. At the time of the Blue Ribbon Panel report in January 1983, the FLITE (now JAS) budget was payroll costs plus a relatively modest cost for computer support to the FLITE database maintenance effort (less than \$200,000). The Blue Ribbon Panel recommended that FLITE be converted to an interactive system and projected an initial investment cost of \$5.2 million, and annual costs in FY 86 through FY 89 of \$1.8 to \$2.2 million. The Panel also recommended purchase of 800 PCs for the field at a projected initial investment of \$4.6 million and annual maintenance cost in FY 86 through FY 89 of \$0.8 to \$0.95 million per year.

(2) Current. For FY 92, the JAS budget may be summarized as follows:

	Thousands of Dollars
Personnel	\$1,571
Misc Contract Services	771
(mainframe fee for service, purchase of databases)	
ADP Equipment	770
Maintenance	100
Communications	70
Supplies, Training, and Travel	72
<hr/> TOTAL	<hr/> \$3,354

(3) FLITE Budget. Of the total JAS budget for FY 92, the cost for FLITE support was approximately \$925,000 plus personnel costs of approximately \$600,000. These FLITE costs can be further broken down as follows:

Thousands of Dollars

Maintenance	15
Data purchase, tech services	480
Mainframe usage charges	430
Personnel	600
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Total	\$1,525

THE JAS/JAG SCHOOL COLLOCATION AT MAXWELL AFB

1. BACKGROUND.

a. When preliminary discussions about the possibility of building a separate facility for the AF JAG School began in 1985, the idea of collocating the JAS operation with the JAG School arose almost immediately. Thus, when TJAG queried more than twenty law schools about their interest in a JAG School located on campus, the operating concept included collocation of JAS with the AF JAG School. Ultimately, the University of Denver and the University of Alabama expressed a high level of interest in such a venture. In mid-1988, following several visits by the TJAG planning team to both universities, a briefing for the Air Staff board structure was prepared. The briefing was entitled: The Judge Advocate General's Center for Education, Research, Plans and Information (CERPI). The substance of the briefing was that both universities had expressed an interest in the concept and had given the Department an indication of their willingness to support construction and operation of such a facility. The Department's first choice had always been expressed as a continued presence at Air University, Maxwell AFB, but fiscal realities seemed to argue against the possibility that the Air Force could support the construction of a first rate-center for information and education at Maxwell AFB. Thus, the recommended course of action was to enter into formal negotiations with the University of Alabama because its preliminary proposal appeared most favorable. The University of Alabama had offered to build an AF JAG Center next to its own law school and provide a separate dormitory for use of students attending the AF JAG Center. The University of Alabama proposed to spend approximately \$12 million on this project without cost to the Air Force. The informal proposal included use of the University's mainframe computer for JAS operations.

b. The briefed position was recommended for approval at every level of the Air Staff board structure until it was briefed to the AF Council. This panel of senior Air Force general officers recommended that the Air Force commit its resources to matching the University of Alabama offer in order to provide the professional facilities necessary at Air University. Thus, Air Force priorities were reordered to seek Congressional approval for this major project at Maxwell AFB. The Center for Education, Research, Plans and Information was approved in concept in late 1988 by the Chief of Staff of the Air Force.

c. The Commission found that the concept of operations formulated by The Judge Advocate General in 1985 was not only valid, but that other circumstances which had changed since that time had enhanced the potential benefits to be derived from collocation of JAG education resources with JAS in a single facility at Maxwell AFB. In